

Chapter 8 Land Use

This element of the comprehensive plan considers the various land uses within the City of Stayton and its urban growth area. Both existing and planned uses are discussed in terms of the land use designations and zones on the Stayton Comprehensive Plan Map and Official Zoning Map. A Comprehensive Plan, designated broad land use categories, which appears at the end of this section chapter. The discussion in this chapter deals with addresses land use needs and under Land Conservation and Development DLCD Statewide Planning Goals 9 (Economy), 10 (Housing), and 14 (Urbanization).

Summary of Land Use Designations and Zoning

In 1979 the City of Stayton adopted a combined Comprehensive Land Use Plan and Zoning Map. As such, within the City Limits, plan designations and zoning districts are identical. Within the remainder of the Urban Growth Area, the Comprehensive Plan Map designated the future zoning when that land is annexed into the City. With this Comprehensive Plan, a shift has been made to two different maps. The Comprehensive Plan Map establishes broad categories of land use: residential, commercial, downtown, industrial or public/semi-public, but leaves the designation of specific zones to the Official Zoning Map. As land is annexed into the City, the applicant and the City will need to come to an agreement as to which zone will be applied to the newly annexed land.

The City of Stayton Comprehensive Plan has ten-five land use designations and two overlay district for the area within the urban growth boundary. The Zoning Map further divides these designations are into all currently existing various zones of land within the city. The four land use designations, zoning abbreviations and their primary purposes of the designations are summarized in Table LU8-1 (Ord. 743, §1, May 1995, and Ord. 847, Feb. 18, 2003).

Table LU8-1, Land Use and Zoning Designations Within the UGB, City of Stayton

Land Use Designation	Zoning Abbreviation	Primary Purpose
Low-Density Residential	LD	To provide areas for residential development. The Residential area may be further divided into zones that provide for single family residences only, allow mix of single family, duplex and triplex development, and provide adequate opportunities for higher density multifamily development. The overall goal for residential development shall be to provide a mix of housing opportunities in the City and provide an overall gross density of residential development of approximately 6 units per acre.
Medium-Density Residential	MD	To provide areas for single family residences, duplexes, tri-plexes and manufactured home parks at densities up to 12 units per acre
High-Density Residential	HD	To provide for multi-family units with a minimum density of 13 units per acre and no upper limit to the maximum allowable dwelling density
Commercial-Retail	CR	To provide areas for retail, service, office, and other commercial activities, in the downtown area. The commercial

area may be further divided into zones to provide for primarily retail, service, and office areas compared to other areas that allow

~~Commercial General~~ ~~CG~~ ~~To provide for~~ a wide range of commercial uses. Areas around the interchanges at Highway 22 shall be oriented towards commercial uses that serve the traveling public.

Downtown To promote compact commercial and mixed commercial-residential development within the central area of the city. The downtown area may be further divided into zones to provide for areas where commercial uses are required on the ground level and areas where commercial and residential uses are equally mixed. Where residential uses are permitted, densities shall range from 10 to 30 units per acre.

~~Industrial Commercial~~ ~~IC~~ ~~To provide a mix of compatible commercial and industrial uses~~

~~Interchange Development~~ ~~ID~~ ~~To allow highway oriented use~~

~~Industrial (Light)~~ ~~IL~~ ~~To provide for~~ manufacturing, warehousing, and other industrial uses. The industrial area may be further divided to allow areas where some large scale commercial uses are permitted and to allow for waste disposal.

~~Industrial (Agriculture)~~ ~~IA~~ ~~To allow agriculturally related industrial uses~~

~~Public/Semi-Public~~ ~~P~~ ~~To provide for uses that serve the public on land owned by government and non-profit organizations.~~

Natural Resources Overlay To protect aquifers and the riparian area adjacent to the North Santiam River, Mill Creek, Stayton Ditch, Salem Ditch, and Lucas Ditch, establishing criteria and operating standards that minimize environmental impacts.

Flood Plain Overlay ~~FP~~ ~~To protect lives and property from the periodic inundation of flood waters, necessary for participation in the National Flood Insurance Program. (Ord. 884, Oct. 2005)~~

~~Historical Overlay~~ ~~H~~ ~~To apply to those lands containing historical sites or structures as identified within the city Historic Structures Inventory and protect these sites and structures from loss (Ord. 884, Oct. 2005)~~

~~Historic Downtown and Residential Business District Overlay~~ ~~HDRBO~~ ~~To serve as a reference point for preserving the historical character of the downtown area, but also as a guide for new development (Ord. 884, Oct. 2005)~~

~~In 1979 the City of Stayton adopted a combined Comprehensive Land Use Plan and Zoning Map. Therefore, plan designations and zoning districts always coincide within the city limits. While city plan designations do not always coincide with zones in the urban growth area between the city limits and the UGB, the city plan designations are consistent with the underlying county zoning. The Marion County zoning applied to the urban growth area is primarily EFU (as a holding zone) (Ord 856, Feb. 2004)~~

Buildable Lands

State administrative rules require that the City compile an inventory of the land available in the City to assure an adequate supply of developable land to accommodate projected growth. This Land Use Inventory and Housing Needs Analysis, also called the Buildable Lands Inventory, applies to both residential and other land uses within the city. ~~Where conflicts occur with figures in this document, the most recent Buildable Lands Inventory shall apply.~~ The inventory ~~shall~~ should be ~~continually~~ updated on a regular basis and as the new inventory figures are adopted by the City, they ~~shall automatically~~ become part of the Stayton Comprehensive Plan. It should be noted that the state rules do not require that the City contain a 20-year supply of buildable land within the City Limits, but, rather, in the Urban Growth Area. ~~(see Appendix A for annual updates) (Ord. 743, §4, May 1995). (Ord. 857, Feb. 2004)~~

This analysis begins with general data about Stayton as a whole as a framework for more area-specific analyses. Secondly, data specific to residential lands will be discussed, and finally commercial, industrial and public lands. The discussion also looks at projected population and residential land needs for 2030. Finally any future need for residential land will be compared to the supply of land available between the city limits and Stayton's Urban Growth Boundary (UGB). It should be noted that in course of the discussions that follow, there may be some variation in the numbers, depending on the various sources used and due to rounding. The variations are relatively minor in scope.

Table 8-2, shows the overall gross acreages for the City and the area inside the Urban Growth Boundary but outside the City Limits (OCIB). The table provides the gross acreage as well as the net acreage. The net acreage is the area in tax parcels and not in street rights of way or water bodies. As this table illustrates, Stayton has a substantial amount of acreage between the city limits and the UGB.

Table 8-2 Acreage in Urban Growth Area

Location	Gross Acreage	Net Acreage
Inside City Limits	1,795	1,559
Outside City Limits	1,368	1,203
Total inside UGB	3,163	2,762

Using the City's geographic information system (GIS) and data on tax parcels downloaded from the Marion County Assessors Office, an analysis has been conducted of each zoning designation in the City to determine the amount of vacant land and the amount of land with potential for redevelopment. For the residential zones, a vacant parcel is considered buildable if it is larger than 5,000 square feet and has frontage on a street. There are a large number of vacant tax parcels in the city that are smaller than 5,000 square feet but are in common ownership with an adjacent developed parcel and aerial photography shows are used as if the two parcels are considered one. In many cases, a house or other building crosses the parcel line, and in many others the vacant parcel is so narrow that it could not be built upon.

Further, a parcel zoned Low Density Residential or Medium Density Residential is considered to have potential for redevelopment if the parcel is more than twice the minimum lot area, and has adequate street frontage and building setbacks to allow it to be split without demolition of the existing home. A parcel may have the twice the required lot area and twice the minimum lot width, but if a house is situated in the middle of the parcel, not proving enough existing vacant land on the parcel to establish a new parcel, the parcel is not considered available for additional development.

A. ~~Planning Land Uses~~Zoning Within City Limits

Table ~~8-3 LU-2~~ covers the area within the Stayton city limits as of ~~December 2002~~February, 2011 and presents information on land within each zone. For each of the zoning districts, the table presents the gross acreage in the City, the net acreage, the percentage of gross acres represented by the net acreage, and the number and area of vacant lots. For the Low Density and Medium Density Residential Zones, the table also presents the number and total acreage of parcels with the potential for additional development, as described above. ~~Parcels with nonconforming uses were also considered to have potential for additional residential development. Buildable acres consist of land that is either vacant, able to be partitioned into two or more lots, or has a property value that is greater than the improvement value. (Ord. 857, Feb. 2004)~~

There is an approximate total of 920 acres of land in the four residential zones (LD, MD, HD, DMD), about half of the City. Approximately 170 acres of land are zoned commercially, including the three downtown mixed use zones, for about 10% of the City. The industrial zones account for about 400 acres, or 25% of the City. The 320 acres of the public zone account for the remaining 15% of the City.

Table 8-3. Vacant and Redevelopment Land in the City Limits by Zone, February 2011

<u>Zoning</u>	<u>Gross Acres</u>	<u>Net Acres</u>	<u>% of Zone in Lots</u>	<u>Vacant Lots Number</u>	<u>Lot Area</u>	<u>Redevelopment Potential Lots</u>	<u>Acres</u>	<u>Buildable Land</u>
LD	667	556	83%	78	86	30	36.4	110*
MD	204	164	80%	28	10	10	8.0	18
HD	43	36	83%	1	4			4
DMD	7	7	89%	7	6			6
<i>Subtotal Residential</i>	<i>921</i>	<i>753</i>	<i>82%</i>	<i>114</i>	<i>106</i>	<i>40</i>	<i>44.4</i>	<i>138</i>
CR	34	25	72%	9	9			9
CG	75	59	79%	12	6			6
ID	8	6	80%	2	4			4
<i>Subtotal Commercial</i>	<i>117</i>	<i>90</i>	<i>77%</i>	<i>23</i>	<i>19</i>			<i>19</i>
CCMU	8	5	56%	1	0			0
DCMU	5	3	64%	3	1			1
DRMU	22	13	57%	4	1			1
<i>Subtotal Downtown</i>	<i>35</i>	<i>21</i>	<i>60%</i>	<i>8</i>	<i>2</i>			<i>2</i>
IC	17	15	87%	6	5			5
IL	309	282	91%	7	74			74
IA	67	63	94%	4	63			63
<i>Subtotal Industrial</i>	<i>393</i>	<i>360</i>	<i>92%</i>	<i>17</i>	<i>142</i>			<i>142</i>
P	323	318	99%	1	1			1

**adjusted to account for 12 acres located in floodway and not buildable*

NORPAC Foods, Inc occupies ~~almost~~ all of the IA zone with land used for spray irrigation of cannery wastes. The P zone is primarily land used for parks, schools, Santiam Memorial Hospital and churches. Some of the land in either zone could be considered developable or redevelopable in terms of its physical characteristics. However, due to its ownership and the projected continuance of current uses, these lands are not considered to be available for commercial, industrial or residential development within the planning period. (~~Ord. 857, Feb. 2004~~) (~~Ord. 884, Oct. 2005~~)

The buildable land in the City represents the sum of the vacant land and the land with potential for redevelopment, adjusted to reflect the constraints of wetlands and floodplain regulations that would preclude buildings. There is only one parcel in the city limits that is so constrained, with about 12 acres in the mapped floodway adjacent to the North Santiam River.

B. Land Uses Planned for Local Urban Growth Areas

In addition to the existing city limits, the Stayton Comprehensive Plan also addresses the urban growth area, which is the land between the city limits and the urban growth boundary. Table LU-38-4 presents similar information regarding the area outside the City but inside the urban boundary (OCIB). However because of the preponderance of large lots, unless a developed lot is smaller than twice the minimum lot area requirement it is assumed to have potential for redevelopment ~~the land use designations for the urban growth area as Table LU-2 did for the city limits. However, the area to be developed includes rights-of-way for the urban growth area.~~

Table 8-4. Buildable Land Outside of the City inside the Urban Growth Boundary, February 2011

<u>Designation</u>	<u>Gross Acres</u>	<u>Lots Acres</u>	<u>% of Area in Lots</u>	<u>Buildable Lots</u>	<u>Buildable Acres</u>
Residential	947	924	98%	106	921
Commercial	22	14	64%	1	6
Industrial	113	113	100%	1	1
Public	232	211	91%	n/a	n/a

~~Three~~ Of the five land use designations ~~zones~~ that ~~are applied within the city~~ appear on the Comprehensive Plan Map, only four are ~~not~~ planned for ~~the urban growth~~ in the OCIB area. There is no land designated for downtown uses ~~the Industrial Commercial (IC) zone, the Commercial General (CG) zone and the Light Industrial (IL) zone. (Ord. 884, Oct. 2005)~~

The land to be developed in the urban growth area is primarily designated for ~~low and medium density~~ residential use, accounting for 950 of the 1,300 acres.

**Table LU-2, Land Uses Within City Limits, (in acres, as of May, 2005),
City of Stayton (Ord. 884, Oct. 2005)**

Designations and Zones	Total Within City Limits (May 2005)	Buildable Acres	Perecent Buildable
LD	533.5	104.8	19.6%
MD	152.7	16.8	11.0%
HD	41.8	6.0	14.3%
CR	82.8	18.7	22.5%
CG	30.4	13.1	43.1%
ID	6.4	4.4	68.1%
IC	17.6	5.4	30.9%
IL	287.4	85.1	29.6%
IA	56.9	0.0	0.0%
P	304.3	0.0	0.0%
Totals	1513.8	254.3	16.8%

**Table LU-3, Land Uses Planned for Urban Growth Area Outside City Limits (in acres)
City of Stayton (Ord. 884, Oct. 2005)**

Designations and Zones	City Limits (May 2005)
LD	801.5
MD	128.5
HD	0
CR	0
CG	0
ID	8.52
IC	0
IL	1.33
IA	102.28
P	188.4
Totals	1,230.53

C. Land Use Within Urban Growth Boundary (UGB)

Table ~~LU-48-5~~ summarizes the land uses planned by the area within the urban growth boundary. The table combines the information from Tables 8-3 and 8-4 and corresponds to the Land Use Comprehensive Plan and Zoning Map at the end of this element Chapter. ~~The totals by category from Table LU-2 and Table LU-3 are summed, and the percent of the total UGB area designed for each type of use is given.~~ Residential, commercial, industrial and public land uses are discussed further in the following sections.

Table ~~LU-4,8-5~~. Land Uses ~~Planned for~~Designations in Urban Growth Boundary (in acres)

City of Stayton (Ord. 884, Oct. 2005)								
Designations and Zones	City Limits (May 2005)	Urban Growth Area	Total Area	Percent of Total Area				
LD	533.5	801.5	1335	44.0%				
MD	152.7	128.5	281.2	9.3%				
HD	41.8	0	41.8	1.3%				
CR	30.4	0*	30.4	1.0%				
CG	82.8	0	82.8	2.7%				
ID	6.4	8.2	14.6	0.5%				
IC	17.6	0	17.6	0.1%				
IL	287.4	1.33	288.73	10.0%				
IA	56.9	102.28	159.18	5.2%				
P	304.3	188.4	492.7	16.2%				
Totals	1,513.8	1,230.5	3,033.3	100%				

Designation	Gross Area				Net Area			
	In City	OCIB	Total	Percent	In City	OCIB	UGB	Percent
Residential	921	947	1,868	60%	753	924	1,677	60%
Commercial	117	22	139	4%	90	14	104	4%
Downtown	35		35	1%	21		21	1%
Industrial	393	113	506	16%	360	113	473	17%
Public	323	232	555	18%	318	211	529	19%
Total	1,789	1,314	3,103		1,542	1,262	2,804	

Residential Land Use and Housing

E.Housing

The 2000 census reported that per capita, household and family incomes in Stayton were lower than for Marion County as a whole. Likewise, the percent of persons and households below the poverty level was higher in Stayton than for the County. The City of Stayton has had a relatively young population with more families and fewer elderly people than Marion County or the state as a whole. Stayton has, therefore, been a community of largely single family, detached, owner-occupied homes. The fact that Stayton has a lower per capita income and more young families relative to Marion County has probably increased the number of medium and high density housing units. However, Stayton's ratio of owner-occupied to renter-occupied housing has remained stable from 1990 to 2000 at approximately 60% owner and 40% renter-occupied. This ratio is similar to other small Oregon cities with similar demographics. (Ord. 857, Feb. 2004)(Ord.884, Oct. 2005)

F.Government-Assisted Housing

A considerable amount of housing in the City of Stayton has been built with government assistance. The most common type of government assistance is a subsidized mortgage through various state and federal programs, although figures are not available for the number of houses in Stayton financed through these programs. Government assisted housing is also provided through subsidies for apartments for low and moderate income people. The amount of government assisted housing in Stayton is consistent with the "fair share" allocation in the "Regional Housing Element" (MWVCO, 1978:107). (Ord. 857, Feb. 2004)

G.Housing Types Available

A diverse mix of housing types needed to promote affordable housing exists within the City of Stayton and continued diversity is planned. The City of Stayton, after considerable public input and debate, decided in 1979 that multi-family housing should be distributed throughout the community as well as be located in and near the commercial core of the city. The residential land use designations and zones within the City of Stayton allow housing types that include single-family dwellings, duplexes, manufactured homes and apartments. All of these housing types are available at a range of price and rent levels. As discussed below in the housing needs projection, the comprehensive plan provides for a wider diversity of housing types in the future. (Ord. 857, Feb. 2004)

H.Housing Needs Projection

The needed housing within the Stayton urban growth boundary to the year 2020 is estimated in Table LU-5, based upon the projected population of 10,698 to 11,678. Several assumptions were made about the number of persons per housing unit, the vacancy rate, and housing densities. Overall, the assumptions reflect a continuation of recent trends. (Ord.884, Oct. 2005)

The housing needs projection in Table LU-5 presents existing units, units needed by 2020, units to be built, and net acres needed for four housing types by density. The single-family dwelling category is provided for the Low Density (LD) and Medium Density (MD). Based on existing conditions, eighty-five percent of new single family dwellings are expected to locate in the LD zone, while the remaining fifteen percent are expected to be located in MD zones. The duplex and manufactured home categories correspond to the uses allowed outright in the Medium Density (MD) zone. Four-plexes and larger apartments are outright uses in the High Density (HD) zone. (Ord.884, Oct. 2005)

The number of units needed is based upon existing conditions of 60.4 percent single family dwellings and 39.6 percent multiple-family dwellings. The number of "Additional Units Needed" in

Table LU-5 is the difference between needed and existing units. (Ord. 857, Feb. 2004) (Ord. 884, Oct. 2005)

The projection of acres needed is based upon the anticipated number of housing units per acre for the LD, MD and HD zones. The density goals in Table LU-5 are taken from the densities required by Stayton Municipal Code Chapter 17. There is adequate area designated for low and medium density housing as can be seen by comparing Table LU-5 with Tables LU-2 and LU-3. (Ord. 857, Feb. 2004) (Ord. 884, Oct. 2005)

Table LU-5, Housing Needs Projection, City of Stayton (Ord. 884, Oct. 2005)

Housing Type	Existing Units	Units Needed by 2020	Additional Units Needed	Density Goal	Land Needed in Acres for Density Goal
Single Family detached (LD)	1,483	2,092	609	4.8	126.8
Single Family detached (MD)	295	402	107	6.2	17.3
Multi-family plexes (MD and LD)	668	942	274	12.4	22.1
Apartments (HD)	477	673	196	13.0	15.1
Total	2,923	4,109	1,186	6.5	181.3

Comparison of these tables also shows a shortfall of HD land. During periodic review it was determined that more land is needed for high density residential use. The high density development should occur primarily in the central shopping area along major transportation corridors and facilities and adjacent to schools and parks. Multi-family development in the core area should not be restricted to single story, since multi-storied apartments can use the available land more economically. Higher densities are desirable in and near the developed areas of the city in order to conserve available land, provide direct access to shopping and transportation facilities, conserve energy and separate less intense uses from commercial uses. Additional High Density lands may be identified in redevelopment areas around the core commercial area, or on vacant sites at the edge of the city near clustered commercial development. Higher density development may also be achieved by PUDs using density bonuses or other incentive mechanisms. This higher density shall encourage zero lot line, townhouses, and condominiums to allow for owner-occupied high density development. (Ord. 857, Feb. 2004) (Ord. 884, Oct. 2005)

The 3,073 dwelling units in the City are located in 2,383 buildings on 1,932 tax parcels, for a combined land area of 625 acres. Not all of these parcels are in a residential zone. There are over 100 dwelling units located in the CR, CG, and IL zones. Table 8-6 presents information on the amount of land, the number of dwelling units and the average density for three of the four residential zones in the City. The Downtown Medium Density Residential Zone was not included below because it is mostly vacant land for which a development application is pending at the time this chapter was drafted.

Table 8-6. Development Density in Residential Zones

Zone	Acres	Parcel Acres	Developed Lot Acres	Dwelling Units	Units per Gross Acre	Units per Parcel Acres	Units per Developed Parcel Acres
HD	43	36	30	492	11.4	13.7	16.5
MD	202	163	159	930	4.6	5.7	5.9
LD	676	564	390	1477	2.2	2.6	3.8
Total	921	763	578	2899	3.1	3.8	5.0

The City's Comprehensive Plan must be coordinated with the Marion County Comprehensive Plan. The Urban Growth framework in the Marion County Plan establishes residential density guidelines for each of the cities in the County, dependent on the population of the city. For Stayton, with a population between 5,000 and 25,000 people, the density guideline is for between 5 and 6 housing units per gross acre of residentially zoned land.

Although the previous Comprehensive Plan and the Land Use Code allow a density of 6 units per acre in the LD zone and 12 units per acre in the MD zone, recent subdivision activity has been significantly less dense. Table 8-7 presents statistics regarding the density in the 15 subdivision plats recorded between 2000 and 2009. Some subdivisions have been platted in phases, but all phases combined in the table. No subdivision plats have been recorded since 2009.

Table 8-7. Development Density in Subdivisions Recorded Since 2000

<u>Subdivision</u> <u>Name</u>	<u>Zone</u>	<u>Gross</u> <u>Acres</u>	<u>Net</u> <u>Acres*</u>	<u>Number of</u> <u>Lots</u>	<u>Units per</u> <u>Gross Acre</u>	<u>Units per</u> <u>Net Acre</u>
Mountain Estates	LD	19.4	16.1	28	1.4	1.7
Sylvan Springs #1C	LD	8.0	2.4	15	1.9	6.3
Sylvan Springs #2	LD	13.3	8.5	48	3.6	5.6
Oakridge Vista	LD	19.8	16.0	31	1.6	1.9
Jefferson Place	LD	7.0	5.8	23	3.3	4.0
Phillips Estates #1	LD	5.3	3.7	20	3.8	5.4
<i>Subtotal LD Zone</i>		72.8	52.5	165	2.3	3.1
Pemberton Estates	MD	2.8	2.4	12	4.3	5.0
Village Creek	MD	16.8	12.3	68	4.0	5.5
Village at Sylvan Springs	MD	9.4	7.0	37	3.9	5.3
Third Avenue	MD	0.8	0.7	4	5.0	5.7
Roth Estates	MD	3.2	2.6	12	3.8**	4.6**
<i>Subtotal MD Zone</i>		33.0	25.0	133	4.0	5.3
<i>Total</i>		105.8	77.5	298	2.8	3.8

*Excluding street rights of way and open space

** Assumes a single family home per lot, duplexes are permitted. All lots are vacant.

Chapter 6 indicates that during the course of the planning period, the City can be expected to add 1,281 dwelling units. If new residential developments are planned at an equivalent of the gross density as subdivisions in the past decade, then there will be approximately 460 acres of land needed. Table 8-3 indicated there is currently 144 acres of buildable land in the City. The City can, therefore, expect to annex an additional 320 acres of land for residential uses in the next 20 years.

Commercial Land Use

There are ~~approximately 119.655~~ acres of commercial zoned land with existing commercial uses within the City of Stayton. There are ~~11.33~~ 18 acres of land with residential uses in the commercial zones. After excluding the non-conforming uses, there are a total of ~~24.721~~ acres of vacant developable land for commercial use in the City of Stayton. The total amount of land designated for commercial use (CR, CG, ID, CCMU, DCMU, DRMU) in the Stayton UGB is approximately ~~128.1125~~ acres, or 4.2 percent of the total area within the UGB (see Table ~~LU-48-5~~). (~~Ord. 857, Feb. 2004~~) (~~Ord. 884, Oct. 2005~~)

Commercial activity is concentrated in four different nodes, though there are some isolated business activities outside of these nodes. The downtown area, generally both sides of First Ave to Third Ave between Water St and Washington, ~~First Avenue~~ has the greatest concentration of

commercial activity. ~~It includes the~~ The central business area has been defined as follows: From Regis Street south to Water Street; including both sides of First Avenue. The historic business district has been defined as follows: from Washington Street to Water Street; from the east side of Second Street to the west side of Third Street of the City, and accounts for approximately 20 acres of land, excluding streets and bodies of water. (Ord. 884, Oct. 2005) This area was the subject of a planning effort that resulted in the 2007 adoption of a Downtown Transportation and Revitalization Plan. That plan is considered part of this Comprehensive Plan.

The Downtown area is the seat of governmental services, including the City Hall and Post Office. Retail activity is focused on First Ave, though there is some retail activity on Third Avenue.

The “Upper First Ave” commercial node extends from Washington St to Regis St on both sides of First Ave. The is the largest concentration of retail activity, with the Stayton Plaza, Safeway/Wilco shopping center, and the Ace Hardware/Quiznos/Papa Murphy complexes. This area is also about 20 acres in size in commercial uses, excluding the Stayton Elementary School.

~~A commercial corridor, 100 feet in depth on the north and south side of Washington Street between the cannery and First Avenue, has been designated for a mixing of residential and commercial uses.~~

~~A~~ The third commercial area is; clustered around the intersection of Wilco Road, Ida Street and Washington Street. ~~is designated as an industrial/commercial area and is intended to provide an area for heavy commercial uses and light industrial uses, warehousing and storage~~ This is the location of several retail establishments, accounting for about 7 acres of commercially used land, not including the Stayton Fire District.

~~A~~ The fourth commercial area is at the intersection of Shaff and Wilco Roads. The Roths/Bimart shopping center and the gas station at the corner account for about 13 acres of commercially used lands ~~This area is designated for a general commercial use. (Ord. 857, Feb. 2004)~~

~~Retail trade is an important part of Stayton’s economy. Local merchants provide basic shopping needs for the area including Aumsville, Sublimity, Mehama, Lyons, Seio and Marion. The development of a large shopping mall and other retail facilities in East Salem has affected Stayton; however, the increase in population of the North Santiam corridor will lead to an increased need for commercial services in Stayton. There are 21 acres of vacant land in the various commercial zones in 31 parcels. This includes 3 adjacent parcels in common ownership at the southwest corner of Wilco Road and Shaff Road that are a combined 7.5 acres in area. This leaves 14 acres of land in 28 parcels, an average of 0.5 acres in size. Interested merchants or developers have, in recent years noted a lack of medium sized vacant lots available for commercial uses.~~

More intensive commercial use of the downtown business district is expected over time. The continued conversion of houses and residential lots in the commercial zones will allow for new business locations. Commercial development and visual improvements ~~will~~ may also have the effect



of attracting new types of residential development to downtown, in accordance with the Downtown Revitalization Plan. ~~This will likely take shape as apartment units above first floor commercial development or the development of multi family units adjacent to the Stayton Power Canal and the Salem Ditch between North First Avenue and North Fourth Avenue (Ord. 743, §3, May 1995.)~~

Industrial Land Use

The City of Stayton has approximately ~~271.4~~214 acres of developed industrial lands in the City ~~that include some area for the expansion of existing industry.~~ The total designated acreage of industrial land (IL, IC, IA) is approximately ~~361.9~~395 acres. Most industrial land is along Wilco Road between Shaff Road and Washington Street and along Washington Street. Though Stayton's industrial area grew substantially in the 1980s and 1990s, that growth as ground to halt in the past decade. Only one industrial building has been constructed since 2000 – the JR Trucking facility on Rogue Avenue ~~has grown over the last 20 years and includes such industries as Guerdon, Philips and Alumax. In the last 10 years, Wenco and Trus Joist have located in Stayton~~ As noted in Chapter 7, the Great Recession of 2007-2009 resulted in extensive job layoffs and several industrial facilities closing.

~~The City contains an~~ An extensive amount of vacant industrially zoned land, ~~the land with a lack~~ of land use conflicts, ~~and~~ direct access to rail and highway facilities, and city services. Therefore ~~have helped to make~~ the Wilco Road industrial area should remain attractive for industrial development. (Ord. 884, Oct. 2005)

The properties owned by ~~NORPAC~~ Norpac Foods, Inc. have been designated as industrial to provide a buffer around the cannery. An Industrial/Agricultural (IA) designation allows ~~NORPAC~~ Norpac to continue to spray irrigate its cannery wastes on ~~185~~ 170 acres southwest of the city.

~~Developable~~ Vacant developable industrial land includes ~~17.65~~ acres ~~(zoned IC)~~ in a business park setting within the city and ~~287.474~~ acres zoned IL ~~within the city.~~ (Ord. 857, Feb. 2004) (Ord. 884, Oct. 2005) While utility services are available, some main extensions will be necessary to serve the vacant 43-acre industrial parcel on Shaff Road, west of Wilco Road. Also, future industrial development may require improvements to the Wilco Road, Shaff Road intersection or the Wilco Road Washington Road intersection.

Public Land Uses

The land designated for various public uses within the UGB is ~~16.2~~18 percent of the total area. ~~All of this land~~ Lands in this designation are owned by governmental agencies, churches, the golf club, utilities, or not-for-profit organizations. There may be need for future ~~Future~~ public land ~~needed~~ for a school site ~~can be met through means such as exchange or disposal of surplus land and reacquisition of a needed site.~~ Also according to the 2005 Stayton Park and Recreation Master Plan, and more neighborhood parks and playgrounds are needed. In order to avoid affecting private property values, Public designation will be applied after land is acquired by the public agency. (Ord. 857, Feb. 2004) (Ord. 884, Oct. 2005)

Land Use Policies

Statewide Planning Goals: To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions. City ... plans and actions related to land use shall be consistent with the comprehensive plans of cities and counties and regional plans. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land and to provide for livable communities. Urban growth boundaries shall be established and maintained by cities, counties, and regional government to provide land for urban development needs, and to identify and separate urban and urbanizable land from rural land.

Stayton City Goals and Policies

GOAL PROVIDE FOR A LAND USE REGULATION PROCESS THAT PROMOTES A LIVEABLE COMMUNITY AND PROVIDES FOR EXPEDIOUS REVIEW OF DEVELOPMENT PROPOSALS

Policy LU-1 ~~Land use designations and zoning shall be consistent.~~ It is the Policy of the City to adopt a zoning map consistent with the Comprehensive Plan Map.

ACTION The City shall adopt an amended Official Zoning Map consistent with the Comprehensive Plan Map

ACTION LU-2 ~~Zoning~~ district boundaries shall follow property lines and ~~include entire~~ rights-of-way centerlines as much as practicable.

~~LU-3 The City of Stayton's development regulations shall adopt the Uniform Building Code.~~

Policy LU-42 It is the Policy of the City that ~~The~~ development regulations ~~shall~~ include clear and objective standards for the review of ~~conditional uses~~ development proposals or variances ~~within zoning districts.~~

ACTION The City shall adopt a Land Use and Development Code that minimizes the number of subjective standards.

Policy LU-53 It is the Policy of the City that ~~The~~ the availability and quality of public services shall be ~~considered in a criteria for~~ approval ~~or denial of commercial, residential and industrial~~ development proposals.

ACTION The City shall adopt a Land Use and Development Code that requires the provision of adequate public facilities and services for new development.

Policy LU-64 ~~The~~ It is the Policy of the City that development regulations shall provide for residential zones at several densities and for a variety of commercial and industrial ~~uses~~ zones.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of residential is divided into at least three zoning districts: a low density zone providing for detached single family dwellings; a medium density zone providing for a mix of single family, duplex and triplex development; and a high density zone for multifamily developments.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of commercial is divided into at least three zoning districts: zone primarily for retail businesses; a zone for general business activity; and a zone near the interchanges with Highway 22 primarily for businesses oriented towards the travelling public.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of industrial is divided into at least three zoning districts: a zone primarily for manufacturing, warehousing and similar industries; a zone that allows limited commercial uses; and a zone designated for agricultural-related industries.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of downtown is divided into at least three zoning districts: a zone along 3rd Ave where commercial uses are required on the ground level; a commercial zone providing for a mix of commercial and residential development that allows automobile oriented uses; and a residential zone that allows a mix of residential and commercial uses.

ACTION The City shall adopt a Land Use and Development Code and Official Zoning Map in which the Comprehensive Plan designation of public/semi-public for the location of parks, schools, churches, hospitals, and similar uses.

~~LU 7—High density residential uses combined with commercial uses shall be allowed in the core area within the Commercial Retail (CR) and Commercial General (CG) zones. High density residential development shall be allowed on Commercial Retail and Commercial General zoned property located along the Stayton Power Canal and Salem Ditch, between North First Avenue and North Fourth Avenue (Ord. 743, §2, May 1995).~~

~~LU 8—Land for medium density residential development shall be designated on the periphery of the central business area and in each sector of the city and urban growth area.~~

Policy LU-95 ~~Planned unit~~ It is the Policy of the City that master planned developments shall be allowed in all zones in order to encourage better use of large or unique sites.

ACTION The City shall continue the master planned development provisions of the Land Use and Development Code that provide for flexibility of design and layout of subdivisions in exchange for the provision of open space.

~~LU-10 State and federal programs to improve housing affordability and rehabilitate substandard housing are encouraged.~~

Policy LU-11 ~~It is the Policy of the City that~~ The the central business area of Stayton shall continue to be the primary retail business area of the community.

ACTION The City shall limit commercial zones to those areas designated as commercial on the Comprehensive Plan Map, discouraging strip-type development.

~~LU-12 The development regulations shall contain specific requirements for all off-street parking needed for commercial, industrial, public and residential developments.~~

ACTION ~~LU-13~~ A pedestrian-oriented atmosphere in the downtown area shall be provided through requirements for commercial uses that include curb cuts, sidewalks and street hardware for pedestrian and the disabled.

~~LU-14 Strip-type commercial development along major streets (arterials and collectors) shall be discouraged.~~

~~LU-15 The city shall encourage modern, well-designed industrial facilities that will provide employment for the area while neither detracting from the area's environmental quality nor consuming excessive amounts of energy.~~

Policy LU-16 ~~It is the Policy of the City to~~ The city shall encourage an industrial park-like atmosphere along Wilco Road ~~through active support and cooperation with the business and industrial sectors of the community.~~

ACTION The City shall maintain the requirements for landscaping and architectural controls in the areas designated as industrial.

~~LU-17 The city shall promote the development of the designated industrial area along Wilco Road through active support and cooperation with the business and industrial sectors of the community.~~

~~LU-18 The development regulations shall reference state and federal noise and pollution control standards and shall require buffers for uses in industrial zones when needed to assure land-use compatibility.~~

~~LU-19 The city shall zone land (exclusive of rights-of-way) owned and used by government agencies and not for profit organizations in a Public/Semi-public zone.~~

~~LU-20 The development regulations shall allow utility facilities necessary for public service to all zones. Utility facilities shall include, but not be limited to, water lines, sewer lines, storm drains, streets, power lines, telephone lines, natural gas lines and the like.~~

GOAL COORDINATE THE DEVELOPMENT OF LAND OUTSIDE THE CURRENT CITY LIMITS WITH MARION AND LINN COUNTIES

Policy LU-8 It is the Policy of the City to maintain an appropriate urban services agreement with Marion County.

ACTION The City shall review the 1989 Urban Growth Boundary and Policy Agreement with Marion County and propose appropriate amendments to the County.

ACTION The City shall request Linn County enter into an agreement that assures that the City is notified and has the opportunity to comment on development activity close to the City.

DRAFT

